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Community-Oriented Policing in United Nations Peace Operations

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1. TERMS AND DEFINITIONS

Capacity. Aptitudes, resources, relationships and facilitating conditions necessary to act effectively to achieve some intended purpose.

Capacity-building. Efforts to strengthen the above components of capacity. Capacity-building targets individuals, institutions and their enabling environment.

Community-Oriented Policing. A strategy for encouraging the public to act as partners with the police in preventing and managing crime as well as other aspects of security and order based on the needs of the community.

Gender mainstreaming. The process of assessing the implications for women and men of any planned action, including legislation, policies and programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally and inequality is no perpetuated. The ultimate goal is to achieve gender equality.

Gender equality (Equality between women and men). Gender equality refers to the equal enjoyment of human rights, responsibilities and opportunities of women and men and girls and boys. Equality does not mean that women and men will become the same but that rights, responsibilities and opportunities will not depend on whether a person is born male or female. Gender equality implies that the interests, needs and priorities of both women and men are taken into consideration, recognizing the diversity of different groups of women and men. Gender equality is not a women's issue, but should concern and fully engage men as well as women. Equality between women and men is seen both as a human rights issue and as a precondition for, and indicator of, sustainable people-centred development.

Law enforcement official. All officers of the law, whether appointed or elected, who exercise police powers, especially the powers of arrest or detention. In countries where police powers are exercised by military authorities, whether uniformed or not, or by State security forces, the definition of law enforcement officials shall be regarded as including officers of such police and other law enforcement agencies.

Peacekeeping operation. Operation led by the Department of Peacekeeping Operations.

Police and other law enforcement agencies. Includes police, gendarmerie, customs, immigration and border services, as well as related oversight bodies, such as ministries of the interior and/or justice.

Police component. All United Nations police officers in a given mission, i.e. individual police officers (IPOs), Specialised Police Teams (SPTs) and/or Formed Police Units (FPUs).

Police development. Efforts to strengthen a host-State police service through reform and restructuring, as part of capacity-building.

Programmatic activities. Programmatic activities involve activities for mandated tasks funded as a project or programme. These include but are not limited to capacity-building, infrastructure projects, training, procurement of material and equipment, temporary consultancies and technical expertise.

Programmatic funding. Programmatic funding involves the utilization of assessed funding for operational costs of programme delivery to implement missions' mandated tasks. Implementation can be carried out both by missions and through collaborative arrangements with implementing partners, e.g. United Nations Country Team members.

Public order management. Police actions aimed at facilitating the population's exercise of their fundamental rights, without any disturbance or unjustified hindrance and preventing assemblies from threatening or actually harming public safety.

Public safety. Day-to-day security that allows full freedom of movement, virtual absence of crime and disturbances.

Rule of law. Principle of governance in which all persons, institutions and entities, public and private, including the state itself, are accountable to laws that are publicly promulgated, equally enforce and independently adjudicated, and which are consistent with international human rights norms and standards. It requires, as well, measures to ensure adherence to the principles of supremacy of the law, separation of powers, participation in decision-making, legal certainty, avoidance of arbitrariness and procedural and legal transparency (*see report of the Secretary-General, S/2004/616*).

Special Political Mission (SPM). United Nations operations led by the Department of Political Affairs.

Quick Impact Projects (QIPs). Quick Impact Projects are small-scale, rapidly-implementable projects, of benefit to the population, developed and implemented in a participatory manner. These projects – funded through the mission's budget – are used by UN peacekeeping operations to establish and build confidence in the mission, its mandate, and the peace process, thereby improving the environment for effective mandate implementation.

United Nations police (UNPOL). Includes both Headquarters staff in the United Nations Police Division (inclusive of the Standing Police Capacity) and mission staff in United Nations police components.

United Nations police component. United Nations police organized within a peace operation.

2. PURPOSE

2.1 This UN Police (UNPOL) Manual on Community-Oriented Policing in United Nations Peace Operations (hereafter referred to as 'the Manual') spells out the fundamental principles, concept and approach to community-oriented policing for United Nations police.

2.2 The Manual is designed to assist police components in the fulfilment of their mandated community-oriented policing role principally in providing operational and capacity-building support to host-State police and other law enforcement agencies, as well as whenever UNPOL is mandated to undertake interim policing and other law enforcement duties. Except where noted, this Manual assumes the United Nations police have been mandated to provide capacity-building assistance to the host-State police and other law enforcement agencies. The

purpose of this is to allow for the provision of guidance on a full range of tasks the United Nations police may be mandated to undertake in this regard.

2.3 This Manual is to be read in conjunction with a specific mission's mandate as per the relevant Security Council Resolution(s), the Mission Concept, the UN Police Component's Concept of Operations and the DPKO/DFS Policy on United Nations Police in Peacekeeping Operations and Special Political Missions, Ref. 2014.01.

2.4 This Manual outlines the structure of the philosophical, strategic and operational aspects of community-oriented policing by providing a methodology to establish a standardized approach to community-oriented policing for the United Nations police in their capacity as advisers, mentors, and trainers in peace operations to assist the host-State police and other law enforcement agencies in their capacity-building and development. Further guidance in this regard is contained within the DPKO/DFS Guidelines on Police Capacity-Building and Development, Ref. 2015.08 and DPKO-DFS Manual on Police Monitoring, Mentoring and Advising in Peace Operations, Ref. 2017.14.

3. SCOPE

3.1 This Manual should be read in conjunction with the overarching DPKO/DFS Policy on Police in Peacekeeping Operations and Special Political Missions and the associated Guidelines on Police Operations, Police Command, Police Administration and Police Capacity-Building and Development, and the accompanying UNPOL Manuals on Mission-based Planning and Donor Co-Ordination and Fund Management in Peace Operations. This Manual shall provide the context for the future development of standard operating procedures and training materials related to community-oriented policing.

3.2 The Guidelines shall apply to all staff of the United Nations police components in missions led by DPKO. They shall also apply *mutatis mutandis* to United Nations police officers serving in special political missions (SPMs) led by the Department of Political Affairs (DPA), in regional and hybrid support missions and in potential future roles as mission environments and needs evolve, e.g. deployments through the Global Focal Point for the Police, Justice and Corrections Areas in the Rule of Law in Post-conflict and other Crisis Situations (GFP).

4. RATIONALE

4.1 The role of United Nations police in peacekeeping differs fundamentally from domestic policing. In general, a police officer in his or her domestic police service operates within a clear legal framework with well-defined authorities; they understand the culture and speak the language of the communities they serve; and that their police colleagues' training and service are similar to their own; and in general, they operate within institutional structures that reinforce command and control, accountability and that are adequately resourced. In contrast, United Nations police deployed in post-conflict settings cannot presume any of these and instead frequently work in unfamiliar environments where most, if not all, semblance of domestic policing and other law enforcement may have either broken down or been incapacitated by the conflict, and where they must navigate among the sometimes differing policing approaches of colleagues from many different countries and agencies. Further,

conflict and post-conflict environments are often characterised by widespread human rights violations, weak protection for civilians and increasing criminality, violent extremism and terrorism, in which authority, power and rules for social interaction are fluid; and a general breakdown of the rule of law and absence of State authorities. This, combined with weakened institutional structures often creates an environment of “opportunism” of a criminal nature, “institutionalized” corruption and corrupt practices, while also contributing to the possibility of the prevalence of serious and organized crime, and the perpetuating of circumstances often identified as root causes of conflict; that inevitably impact upon the safety and security of communities and the population at large.

4.2 Missions are also increasingly multidimensional in nature, requiring United Nations police officers to cooperate closely with elements which may rarely interface in a domestic setting, including the mission’s own military, political, humanitarian, human rights and other civilian components, as well as host-State and international actors.

4.3 Within this already challenging context, the nature of police peacekeeping continues to evolve and new threats keep emerging. Contemporary police peacekeepers must perform a variety of increasingly complex tasks mostly unforeseen at the dawn of United Nations police peacekeeping, including supporting the host-State police and other law enforcement in addressing such threats as serious and organized crime, terrorism and corruption. In some cases, the United Nations police are mandated to assume either partial or full executive policing responsibility and other law enforcement duties within a designated territory while the host-State police and other law enforcement agencies regain functional self-sufficiency. More commonly, DPKO-led mission mandates foresee an operational support role for the United Nations police, including helping the host-State police and other law enforcement to conduct investigations and special operations and to ensure public safety and security, based on overarching policing strategies that are oriented towards the communities they serve and guided by the strategic use of criminal intelligence.

4.4 The immediate and daily operational support United Nations police provide to host-State police helps foster stability and the environment needed for longer-term capacity-building and development work, which in turn strengthens the effectiveness of joint operational activities. One such area is the protection of civilians (POC). While POC is the primary responsibility of the host State, in most contemporary situations one of the United Nations police’s core operational roles may be to support the implementation of the mission’s civilian POC strategy, along with other integrated mission elements, including the military, civilian and human rights components. In a mission with such mandate elements, the United Nations police are directly responsible for the physical protection of civilians against imminent threats, e.g. through force projection and/or high visibility and increased patrolling. More often, United Nations police provide operational support to host-State police in protecting civilians under imminent threat of physical violence through on-the-spot advice on planning and conducting operations, supporting investigations into incidents or augmenting security for internally displaced persons, as well as helping to build and reform host-State institutions so they are able to sustainably and consistently protect their own citizens.

4.5 By defining a standardised approach on community-oriented policing for United Nations police, this Manual shall serve to guide mission planning and operations either unilaterally or in coordination with other mission components, relevant UN Country Team (UNCT) and international partners, and serve to inform host-State police how United Nations police will approach the implementation of their mandated community-oriented policing-related responsibilities. In the same way, this Manual shall inform Member States of the skill sets required of specialized community-oriented policing officers on secondment to United Nations peacekeeping operations and special political missions. This Manual and related guidance

materials are to be inculcated in pre-deployment training, induction training, United Nations police leadership and other training and shall be used in the evaluation of the performance of United Nations police operations in the field of community-oriented policing.

4.6 This Manual shall apply in situations where United Nations police are mandated to fill the policing and other law enforcement vacuum, either partially or entirely, until host-State police and/or other law enforcement agencies are able to take over their domestic responsibilities. It shall further apply mutatis mutandis to any operational support tasks undertaken by the United Nations police and also serve as a point of reference in contexts where United Nations police are mandated to assist in the capacity-building and development of host-State police and other law enforcement agencies.

5. A COMMUNITY-ORIENTED POLICING APPROACH FOR THE UNITED NATIONS POLICE

5.1 Community-oriented policing recognizes that community problems require community-engaged solutions and support. Accordingly, the term 'community-oriented policing' as per Security Council Resolution 2185 (2014) and the DPKO-DFS Policy on Police in Peacekeeping Operations and Special Political Missions, is defined as:

“a strategy for encouraging the public to act as partners with the police in preventing and managing crime as well as other aspects of security and order based on the needs of the community.”

(DPKO-DFS Guidelines on Police Operations in United Nations Peacekeeping Operations and Special Political Missions, Ref. 2015.15, para. 28)

5.2 As per the DPKO-DFS Guidelines on Police Operations:

“The United Nations police are a community-oriented service. ... Restoring and nurturing the consent of the public in their own police is a core task of the United Nations police. The United Nations police shall promote the concept of policing by consent and shall encourage the public to become partners in preventing and detecting crime in their communities. The United Nations police shall respond to the public's security concerns, value their advice and act in a fair, honest and impartial manner at all times, including through communications and outreach”. (Ref. 2015.15, para. 16)

5.3 The United Nations police is mandated and committed to the creation of a safer environment where the community will be protected to ensure sustainable peace. Broader community engagement helps the mission to design better protection strategies to ensure the improvement and quality of lives of the people it is deployed to serve and protect¹. Community-oriented policing recognizes that community problems require community solutions and support.

5.4 The Police component shall ensure that gender equality and *Women, Peace & Security* (WPS) mandates are mainstreamed within all the activities of the police including the prevention, detection and investigation of crime, protection of persons and property, and the

¹ Report of the High-Level Independent Panel on United Nations Peace Operations, 16 June 2015

maintenance of public order and safety. United Nations police shall use a gender analysis and incorporate gender considerations into key aspects of United Nations police operations such as assessment, planning, management, budgeting and capacity development programmes for police reform. It shall promote non-discriminatory and adequate representation of qualified women in host-State police at all levels and work actively to ensure that women in the host-State police are provided equal capacity and career development opportunities. United Nations police shall ensure adequate participation of female police officers in decision making in the police reform process.

5.5 Respect for and protection of human rights: All United Nations police operations – prevention, detection and investigation of crime, protection of persons and property, maintenance of public safety and law and order as well as community-oriented policing – shall be guided by the obligation to respect and protect human rights, norms, ethics and standards in crime prevention and criminal justice, human rights and international humanitarian law. In all aspects of their operations, United Nations personnel shall comply with human rights standards and shall be prepared to intervene, including through the use of force where mandated, to stop ongoing human rights violations and to protect civilians. There shall be a clear agreement and understanding of the responsibilities of the UN police and the host-State authorities and in the provision of support to host-State police and other law enforcement agencies and their operations in adherence to the United Nations Policy on Human Rights Due Diligence on UN Support to non-UN Security Forces – HRDDP (2013).

5.6 The UN Police should work to ensure that their host-State police counterparts implement fully their human rights commitments, including non-discrimination, prohibition of torture, as well as as in the use of force, arrest and detention. Any provision of police-related assistance needs to have a risk assessment conducted in conjunction with the mission's Human Rights component in accordance with the HRDDP. The results of such an assessment will guide UNPOL and the Human Rights component in what risk mitigation measures should be undertaken as well as the specific human rights aspects that would need to be incorporated in any programmatic support if eventually deemed appropriate for implementation.

5.7 The Office of the High Commissioner on Human Rights (OHCHR) has identified community-orientated policing as a good practice that helps ensure police compliance with the human rights obligations of its country and adhere to international norms and standards in criminal justice and crime prevention.

6. THE BENEFITS OF COMMUNITY-ORIENTED POLICING IN CONFLICT & POST-CONFLICT ENVIRONMENTS

6.1 Community-oriented policing is based upon a consultative approach to policing thereby enhancing public trust and accountability, but it is also an approach to make policing more effective at managing and preventing crime. Community-oriented policing is based on the recognition that police will be much more successful in carrying out their responsibility for protecting society if they have the support of the public on their side. By enlisting the cooperation of the public, police get improved information about crime, new material resources, moral support for their activities, and respect. Co-operation with the public will increase the reliability and respect of police and therefore help police to perform its duties more effectively.

6.2 Community-oriented policing recognizes that the ability of the police to maintain security and manage crime through law enforcement based exclusively on their own resources

is limited. There are not enough police to provide an effective visible deterrent to crime or to be on-hand when emergencies occur. Experienced police officers around the world know this to be true. Indeed, community-oriented policing is by no means a new philosophy. It is strategy that supports the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime. It is the sort of policing that exists in smaller rural communities where police live with the people they serve and the police are readily accessible to them and the police are able to translate this into influence.

6.3 Why is it important to enlist the community in crime prevention and control? How can the public make the police more effective? What can the public provide to the police that the police do not have on their own? The implementation of community-oriented policing brings benefits both for the police and community and they can be identified as follows:

6.4 **Community trust.** When community works together with police to build safer environment, it increases the trust and allows community to have more trust and less fear in police. The community will have better understanding of law enforcement which helps them to respect police work. It also encourages the community to participate in building their own safer environment safer with the police and other law enforcement agencies.

6.5 **Crime prevention.** When a community trusts police, it is encouraged to identify and report its concerns in their communities, e.g. factors that may contribute to disturbing the peace or which may give rise to criminal activities: quarrelsome families, unruly bars, repeat offenders, dangerous physical conditions, and rude or harassing behaviours including hate speech which instigates violence or distress.

6.6 **Information about crimes.** In order to deter potential criminals by enforcing laws, police need information that only the public can provide. Very simply, if the public doesn't report crime, the police cannot take action against it. Very little crime is discovered by the police without information from the public. In most criminal investigations, too, the likely identity of the culprit is almost always provided by the victim or bystanders - a name, a relationship to the victim, an address, a detailed description, and a license plate number. Such information is the beginning of most successful criminal investigations. Without it, police do not know where to begin.

6.7 **Advance warning.** The public can also provide information about conditions that lead to problems for the police, such as quarrelsome families, unruly bars, repeat offenders, dangerous physical conditions, and rude and harassing behaviour. It should always be kept in mind that men and women often have different perceptions of security and/or access to information about possible threats and that should be considered in both risk assessments and the planning of activities.

6.8 **Community resilience.** Crime prevention depends a great deal on what the public does for itself by way of enhancing its own community's resilience to criminal threats. The police cannot be everywhere, but the public is. Community-oriented policing gives priority to educating people about measures they may take to protect themselves, such as avoiding high crime areas, securing their cars, establishing neighbourhood watch schemes and installing locks and alarms in their homes.

6.9 **Information sharing.** Research has shown that police are more effective at controlling crime when they have information that allows them to focus resources on particular people or locations. The information that allows police to do this comes from communities. Furthermore, through close interaction with the public the police learn to distinguish innocent law-abiding

people from the repeat offenders, as well as identifying the current hot spots for criminality with community. In this way, they avoid offending people who are potentially their friends, while deterring those whom most people in the community view as problems.

6.10 Gaining support for policing and other law enforcement. By consulting with communities about their needs and concerns, the police develop support for law-enforcement actions, such as random breath-testing of drivers of motor vehicles, questioning people on the street after crimes have occurred, taking truanting children to their parents or schools, raiding drug-houses, or photographing men who solicit prostitutes in residential areas. The strategies of community-oriented policing allow police to work with the community rather than against it.

6.11 One of the more frequent issues faced by UN police components is the need for the prevention or mitigation of inter-communal conflict through mediation and, in conjunction with specialised agencies comprising the United Nations country team, implementing measures to address its root causes. Community-oriented policing within communities in conflict can make in-roads to leverage:

1. **willingness** on the part of the authorities and traditional community leaders to play a constructive role in resolving inter-communal conflict peacefully,
2. **strengthened traditional and informal conflict resolution mechanisms** and greater respect thereof,
3. a **willingness** on the part of the authorities and other parties to the conflict to fulfil their responsibilities in regard to preventing or resolving inter-communal clashes
4. the provision of **access to UN personnel** to facilitate mediation efforts, as well as **implement measures that address root causes**, including on community safety and security concerns,

6.12 Mutual Respect. Community-oriented policing provides opportunities for individuals to offer opinion and insight to the police. It provides opportunity for communities to express concerns over certain police practices or events, that allows both the police and these communities to examine these actions to either justify an approach, thereby alleviate concerns, or to seek solutions. These kinds of interactions tend to promote understanding of differing viewpoints and is a basis for cultivating mutual respect where both parties. For the police, it is a form of public accountability, where the police become more trusted and, in turn, more respected.

6.13 The public is the most under-used resource available to police and other law enforcement agencies worldwide; and in post-conflict settings, community involvement remains among the most challenging dimensions in which to bridge issues of trust and cooperation among police and communities. Further, as post-conflict settings often remain highly volatile or unsteady in terms of the security, communities that remain isolated from the police are susceptible to exploitation by “spoilers” intent on using the insecurity as a “means-to-an-end” including the disruption of peace processes, the re-establishment of good governance and the rule of law, as well as the legitimacy of host-State institutions.

6.14 Community expectations and public information. Newly introduced community-oriented policing initiatives are all too frequently too quick to promise much and on occasion may deliver little of tangible benefit to the recipient communities; which with time and repetitiveness are likely to actually undermine confidence, trust and respect in the police and can leave police-community relations in a worse position than before. In responding to heightened community expectations, the police need to quickly develop a practice not only of

explaining what they can and cannot do, but also “why”. Whilst naturally respecting confidentiality and preserving operational security, the key aspect here is the use of the word “because” - the police cannot do XX, because of YY. While such an explanation will not always satisfy the community, it will present a degree of openness and transparency which is likely to help gain or maintain their respect.

6.15 In summary, community-oriented policing is a strategy for making the police more effective at responding to communities, consulting with communities, mobilizing communities and solving recurrent problems. This approach is essential for crime prevention and control and thereby improving quality of life in communities by encouraging the help and support of the community.

7. THE FOUR ESSENTIAL ELEMENTS OF COMMUNITY-ORIENTED POLICING

7.1 Community-oriented policing is proactive policing that needs to be owned by the entire police organization. Its vision and intent must be mainstreamed in policies, procedures, job descriptions, supervisory practices, management direction, performance evaluations, personnel development processes and all day-to-day activities and interactions with the public. The concept of United Nations community-oriented policing is developed from four principle strategies², designed to encourage the community to become partners in controlling and preventing crime.

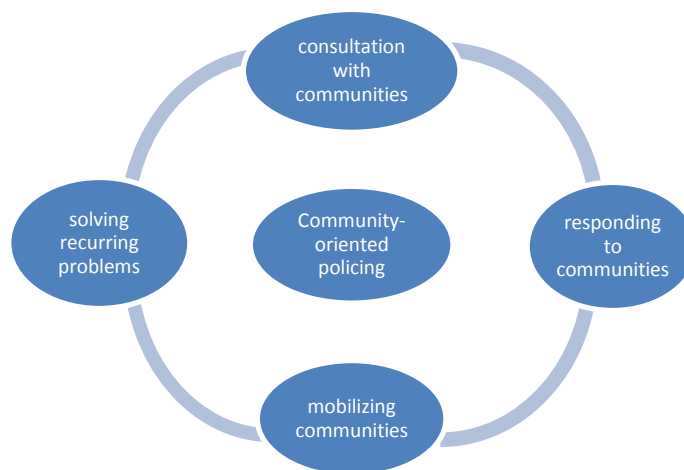


Figure 1: Four essential elements of community-oriented policing

7.2 **Consultation with communities:** In the initial stages of a mission, it is essential to consult communities to get their regular inputs about crime, disorder and activities that generate fear. By consulting them, police show that they care about the needs of individual citizens and establish two-way communications to prioritize problems and the approaches needed to address them. United Nations police gather information and carry out analysis in consultation with stakeholders such as local councils, government departments and the community, to establish better shared understanding in developing solutions. They participate

² Guidelines on Police Operations in United Nations Peacekeeping operations and Special Political Missions (2015.15) p. 30

through providing information, collaboration, coordination and partnership with various community groups/fora on community issues. United Nations police give high priority to the safety and security needs and concerns of individuals and/or groups/fora of community members³. The community know more about their own concerns about criminality and other public safety in their neighbourhoods than the police and their input is essential to the effective use of police and other law enforcement resources. Consultation with communities is an important medium to demonstrate that police is serving the public by responding to its needs. Likewise, direct in-person consultation with women and girls is important to assess the particular security threats they face or are concerned about.

7.3 Responding to communities: The United Nations police must always demonstrate willingness and ability to respond to the security needs of individuals and groups living in their communities. According to the United Nations mandate, the United Nations police are prepared and committed to respond to the host-State public's security concerns, value their advice, and will act in a professional, ethical, fair, honest and impartial manner. United Nations police seek the public's support in providing information about matters of concern, including crime and circumstances that create crime, as well as the public's time and resources to crime prevention programmes⁴. United Nations police give priority to obtaining the public cooperation that is essential in successful crime prevention and in identifying security needs. If they cannot provide what is needed, the United Nations police should, wherever feasible, advise people about alternative avenues of redress and assistance. In short, the United Nations police treat the public as clients to be served⁵.

7.4 Mobilizing communities: Mobilisation refers to the activities that police and law enforcement agencies undertake to ensure that communities assist them in protecting members of society, and solving problems that generate crime, violence or insecurity. The United Nations police should proactively offer to assist in organizing the community to help them in managing and preventing crime. The community has distinct powers to influence people to behave properly through informal social control from that of the police through the enforcement of laws. Assistance may take many forms, from providing information about crime and criminals, serving as volunteers in crime prevention campaigns, donating facilities and equipment, promoting unifying recreational programmes and community projects and adopting self-protection measures to mediating local disputes.

7.5 A community-oriented policing strategy strengthens the community in a way to combat ethnic differences that can deeply affect marginalised groups. This strategy emphasizes the need for strong relationships and engages the community to promote harmony and social cohesiveness. However, this is not the police handing over policing responsibilities wholesale to the community. The police must always retain the authority and control for policing in order to maintain their legitimacy.

7.6 Solving recurring problems/problem-oriented policing: Community-oriented policing works preventively to change conditions that lead to crime rather than responding repeatedly to individual incidents. United Nations police through community-oriented policing shall analyse patterns of criminality and disorder, adjusting their activities to focus on particular people and places. United Nations police shall treat crime as groups of problems to be solved, not as separate events where one or more persons are caught and punished. United Nations police shall also broaden the range of preventive activities undertaken, supplementing police

³ *ibid*, p. 9

⁴ Guidelines on Police Operations in United Nations Peacekeeping operations and Special Political Missions, 2016, p. 9

⁵ *ibid*, p.9

and law enforcement with regulatory, educational and developmental activities⁶. A community-oriented policing strategy creates an atmosphere inside the police that supports collaborative problem-solving and promotes community confidence and trust in the police service, which is particularly important in conflict and post conflict settings. Problem-oriented policing is proactive and prioritizes crime prevention and focuses on establishing crime-prevention knowledge in consultation with the population.⁷ When community-oriented policing is based on trust, confidence, transparency, respect and mutual understanding, community partnership can foster a common purpose of keeping the area safe and dealing with quality of life issues.

8. IMPLEMENTING COMMUNITY-ORIENTED POLICING

8.1 Local Assessments - A crucial step in implementing community-oriented policing is assessing the fit between its core strategies and local conditions both inside and outside the police. Although every locality has different traditions and capacities, several are fundamentally important to the practice of community-oriented policing anywhere. These factors fall into two primary categories:

- a) the nature, sensitivities and capacities of the communities with which the police must work; and
- b) the capacity and capabilities of the police to be responsive, consultative, mobilizing, and problem solving.

8.2 Drawing on the experience of the international community in providing assistance for police development, the categories identified are among the most important to assess in terms of strategies when exploring community-oriented policing in a host-State context and critical to the successful planning and execution of actions in support of community-oriented policing in varied contexts and often fluid and evolving security environments.

8.3 Understanding and Consulting with Communities

8.3.1 What are the grassroots groups with which the police should consult? There are various possibilities:

- Residents' associations based on geography, such as housing estates and neighbourhoods;
- Economic interests, such as banks, shopkeepers, taxi drivers, and apartment owners;
- Public service providers or organizations, such as hospitals, shelters for battered women, and halfway houses for paroled criminals;
- Leaders of social/ethnic groups, such as tribes in Africa, castes in India, and immigrants everywhere;
- Women's organizations and leaders

⁶ *ibid*, p. 34

⁷ UNODC, *Introductory Handbook on Policing Urban Space* (2011)

- Village and community elders;
- Religious leaders;
- Groups in vulnerable situations or otherwise at risk– visible minorities, internally displaced persons (IDPs), women and children, LGBT and intersex persons, elderly persons and/or those with disabilities;
- Marginalised groups – drug users, migrants; and
- Other possible post-conflict formations of communes (for example former combatants).

8.3.2 Choosing partners in crime prevention is a sensitive matter. It can confer status on groups and by implication deny it to those not so recognized. It can also be seen as an attempt to control grassroots institutions. Although working with communities can be enormously beneficial to police, police must be alert to the impact of their outreach on the communities themselves. All sections of the communities must be approached and involved. Otherwise, one or more groups may accuse the police of being discriminatory and having a too close relationship with the other sections of the same community.

8.3.3 Are there traditional justice/mediation systems that the police should cooperate with in controlling and preventing crime?

8.3.4 Police must be careful that their activities work with rather than against traditional systems of social control and discipline. At the same time, the police need to be alert to the fact that some traditional practices may be against the law and should not be encouraged. The police should be very careful that they do not ally themselves with groups that are fundamentally opposed to human rights and the rule of law.

8.3.5 Do community groups, whatever their character, have the ability to work as partners with the police? This depends on their ability to act and think independently. If cannot, they may not be able to organize effective community crime-prevention programmes. In such situations, there is a danger that they will be seen as agents of the police, weakening their standing further and increasing local alienation from the police.

8.3.6 Are there groups in society that are at special risk from crime and maltreatment? If there are, the police should make special efforts to assess their needs and devise programmes of liaison and support. What are the security threats being faced specifically by women and girls? What are the options for women and girls to seek redress for crimes committed against them?

8.3.7 What is the distribution of respect/disrespect for the police in the population?

8.3.8 Programmes of community-oriented policing must be adapted to the reputation of the police in different places and among distinct groups. Community-oriented policing is relatively easy to establish, for example, among prosperous middle-class and professional groups. Regrettably, community-oriented policing often seen to work best where it is needed the least. It requires much more effort with communities that are poor, unemployed, lacking in education, ethnic groups/minorities/etc composed of victims of

mass persecutions, survivors of genocide/ hate crimes and those that have high concentrations of migrants.

8.3.9 Is there a tradition of encouraging community groups to be active in social and economic development independently of government?

8.3.10 In societies where there is already existing tradition of active engagement between community groups, partnership and community-oriented policing can be established relatively easily. Where there is not, it can be expected that people will be suspicious of any outreach efforts by the police and the police will have to make extra efforts to demonstrate that they are interested in genuine grassroots input and that this is not purely an information gathering or informant recruitment exercise.

8.3.11 As a general proposition, it is better to work with community groups/fora that already exist and are accepted by the population than to create entirely new ones. This, however, depends on the strength, legitimacy, and lawfulness of these indigenous institutions.

8.3.12 **Managing community-oriented policing** - Do police leaders have the skills to manage the changes required for community-oriented policing?

8.3.13 Community-oriented policing is often received as going against the grain of traditional policing which is oriented to reaction to emergency situations, especially to serious crime and public disorder. Changing this orientation to include proactive crime-prevention requires extraordinary ability as well as long-term commitment and buy-in on the part of senior officers. The first step in developing community-oriented policing in many police agencies will be to provide training on community-oriented policing and change-management to senior managers, since without their support the initiative will not be sustainable or mainstreamed throughout all policing activities.

8.3.14 Does the management style of the organization facilitate collaborative decision-making or is it the traditional directive, quasi-military kind?

8.3.15 Do the police officers assigned to community-oriented policing tasks have the skills to do what is required, such as treating the public as clients, soliciting community input, and encouraging cooperation?

8.3.16 Community-oriented policing requires professionalism in the management of human resources. This is also true of other police strategies, but is frequently ignored. This means that police personnel must be recruited, promoted, and assigned on the basis of merit, not personal connections. It should also be representative of the population and include both men and women.

8.3.17 What is the customary orientation of the police toward the public: sympathetic and polite or suspicious and directive?

8.3.18 If the culture of the police supports behaviour that is unsympathetic and authoritarian, then efforts to develop community-oriented policing must begin with changing attitudes force-wide. Moreover, such counter-productive behaviour must be monitored and corrected.

8.3.19 Do the police effectively control misbehaviour by officers, in particular corruption and the use of force? Code of Ethics and Professional Standards.

8.3.20 There must be effective internal control of discipline. Police whose behaviour is offensive will not be successful in transforming the public into allies against crime no matter what programmes they undertake called “community-oriented policing.”

8.3.21 Does the development of community-oriented policing need to take place in one or several police agencies; and/or is there a need to tailor community policing strategies specific to various police agencies or communities? Are capacity levels among various police and communities sufficient to engage or implement strategies?

8.3.22 In some countries, there may be more than one police force - – judicial, traffic border etc. Policing may also be organized, for example, at different levels of government (national, regional, and local), in terms of different territories (rural/urban), or by function (crime, operations, operations support, VIP protection, transportation security, political intelligence). In order for the public to work cooperatively with police, it may be necessary to undertake reform in more than one police institution.

8.3.23 These assessments of the nature of the community and of the police need to be made collaboratively with local stakeholders, leaders, and experts. In this way, the enterprise of assessment becomes a powerful mechanism for demonstrating the commitment of the police to the ideals of community-oriented policing, particularly consultation with the community.

8.3.24 The development of community-oriented policing is often a dilemma. The defects in police performance that make community-oriented policing necessary and potentially valuable are precisely the conditions that make its implementation difficult. The only course of action is to proceed with community-oriented policing both as a cure for past problems and as a lever to reform the police in other ways. The strength of reform as community-oriented policing is that it links organizational change to improved effectiveness in making communities safer by addressing crime and fear of crime locally. It places public safety at the centre of reform, thus fulfilling the mandate of all police agencies.

8.3.25 The inculcation of a community-oriented policing approach in a post conflict setting will likely be even more challenging, due to capacity deficits, possible para-military orientation of policing and institutional culture, and other related factors that inherently distance police and community, such as corrupt practices and victimization of communities. These circumstances reinforce the importance to instil methods and approaches that promote and foster normative police practices and an organizational culture of accountability and to communities within the scope of capacity building and development, as well as in the delivery of operational services.

8.3.26 An efficient way to implement community-oriented policing is to establish consultative committees that meet regularly with police to provide information about local problems and to discuss strategies for meeting them; such committees may be created at different levels of police organization – stations, districts, divisions, regions, and force-wide.

8.3.27 Consultative committees may also be based on social identities, such as tribes and religions, or occupations, such as taxi drivers and retail store owners. In any case, it is important to promote gender balance amongst participants in all consultative committees.

8.3.28 Creation of liaison officers to make regular contact with groups who have special needs, such as tribal and aboriginal people, women, youth, ethnic, religious and/or sexual minorities is also useful.

8.3.29 Liaison at appropriate levels with representatives of the growing private security industry.

8.3.30 Assigning police officers to work in schools to teach crime prevention, address problems of truancy, substance abuse and vandalism, assist school officials in dealing with delinquent students, and monitor individuals who prey on young people.

8.4 Responding to Communities

8.4.1 **Responsibility of the United Nations police leaders:** The United Nations police commanders should strive to ensure that:

- United Nations police personnel are committed to community oriented policing, whether operational, developmental or support; and that those specifically tasked or assigned to a specific community-oriented policing team have sufficient technical knowledge, experience and commitment to advance the police component or host-State strategies for community-oriented policing.
- Assigned officers are well-trained in building alliances and seeking solutions rather than considering the community as an adversary.
- Depending on the size and configuration of a United Nations police component, the value added through presence, engagement and patrolling, unilaterally and jointly with the host-State police, should be considered in developing and implementing strategies to re-establish community trust and confidence.
- United Nations police should - to the extent feasible - assign police officers on a long-term basis (e.g. not less than six months) to manageable patrol areas where the public can get to know them by name and encourage the host-State police to do likewise. These patrol areas should be delineated on a map aligning with local council, tribal, neighbourhood lines as far as possible.
- United Nations police must be self-initiated and able to work independently with limited supervision. in line with overarching component strategic and operational intent.
- United Nations police must be able to work with limited supervision and that they do not just follow orders. Commanders must set limits –it should be agreed that lower ranks have some flexibility to deal with basic community issues, continually referring ‘upwards’ takes time and decisions are seen to be slow in coming which frustrate communities – discretion and delegation are required. Generally, though, some considerations might be - so long as any decision does not:
 - Involve extra resources being committed;
 - Involve extra and substantial funding from police;
 - Contravene Human Rights, International Covenants or professional ethics (e.g. community want police to beat/torture someone);

- Contravene international or domestic law; or
 - Contravene police policy or other UN guidance.
-
- United Nations police officers are good listeners to the community and attend community events regularly. It is highly recommended that the same police officers regularly attend the same meetings in order that they can follow-up on previously held discussions in order to further engender trust and confidence with the community,
 - Assigned police officers are skilled in mediation and negotiation. In mediation process, police act as an impartial third party to assist in resolving an issue.
 - The police need to incorporate female police officers where possible to enable further access to women in the community and role model female police officers.
 - United Nations police will assist as appropriate to mandate, and work collaboratively with host-State police personnel and appropriate office and social agencies during their duty.

8.4.2 Officers working as the primary service provider: United Nations police who are working as patrol officers and the community-oriented policing officers are the primary services providers and have the most extensive contact with community members. Effective community-oriented policing efforts depend on optimizing positive contact between patrol officers and community members as they work as the link between the police and the community. This may include:

- Emergency access for individuals to get police assistance; whether by phone, in person or other means.
- Clean, comfortable reception rooms in police stations to encourage walk-in crime reporting.
- Separate facilities and referral protocols for victims of SGBV to ensure their protection and access to services when reporting crimes.
- Police station staff trained to respond promptly, intelligently, and sympathetically to requests for service.
- Police contact offices dispersed so as to be close to where people live and work, such as koban in Japan and neighbourhood police posts in Singapore that can provide immediate assistance to most requests.
- “Beat” or “Neighbourhood” police officers assigned to patrol specific areas where they become familiar, are highly visible, easily accessible and the primary contact between police and residents. These community-oriented police officers familiarize themselves with the particular security problems of their areas and working cooperatively with the public to devise appropriate crime-prevention programmes. Such officers may have small offices within their beats and be required to patrol on foot or bicycle.
- Naturally, in a conflict or post-conflict environment armoured vehicles may be required to fulfil a ‘duty of care’ to the police officers involved, and even military assistance may be required to secure entry into a particular area. Naturally, in such circumstances the police officers themselves as well as their supervisors should be

aware of their personal safety and not place them or the public in an unnecessarily compromising or dangerous situation.

- Requiring “beat” officers to contact each residence and business within their area regularly to inquire about potential security problems and to offer advice about improving protection.
- Programmes to help victims recover from the effects of crime in a gender-sensitive way.
- Programmes that support both victims and witnesses in understanding and participating in trials and other official proceedings.
- Requiring first-line supervisors to re-contact people who have solicited police help to inquire whether they were satisfied with what the police did and how they were treated.
- Reassuring citizens in vulnerable situations through visits or visible presence from police officers at regular intervals.
- Promoting initiatives such as creating government assistance centres in local areas where representatives from various government agencies, including the police, will be available to respond to requests for service; consistent with national priorities for recovery and peacebuilding. These are sometimes called “one-stop government shopping centres.”
- Ensuring that important laws and legal procedures are translated into local languages and made freely available to the relevant communities.

8.5 Mobilizing Communities

8.5.1 Advising individuals and communities: To advise individuals and communities about crime prevention, United Nations police shall facilitate occasions and formal or informal interactive fora for communication i.e. joint police-community workshops, public meetings, and police open days where communities can exchange views on issues of mutual concern. A regular town hall meeting as a trust-building tool allows the community to voice their concerns and identify the priorities they would like to address, but could itself also pose a security risk so has to be appropriately assessed within a given conflict/post-conflict context. However, these mechanisms empower the population to engage actively in the issues related to their safety and security. To elicit a broad range of views, these public forums should be open to all segments of the community. Specific efforts may need to be made to ensure that groups such as ethnic minorities, women and young people become involved in these processes.

8.5.2 Facilitating confidence building programmes: To Improve public perceptions of community safety, United Nations police develops a number of confidence building and coordinated programmes aimed at local community problems such as domestic violence, child-abuse, sexual abuse and exploitation, HIV/AIDS and on the street drug traffic and drug related crimes in neighbourhood. Community campaigns on cleanliness drives, traffic awareness and promotion of accident free driving also can be effective tools. In the IDP areas, a number of confidence building and camp based activities can be carried out, ranging from a drug awareness campaign to the youth to oversee all safety security issues. Engaging

communities, in this way, on a broad-array of community safety and quality life allows community to address their concerns.

8.5.3 Motivating local government: The long-term success of community-oriented policing in transforming the police and law enforcement profession depends on the willingness and buy-in of local governments to pursue effective integration. Elected and appointed administrators need to understand the police and law enforcement agency's implementation strategy and participate in its development. The role of the mayors, city managers, legislative representatives, and other government executives is to help implement a community-oriented policing strategy effectively.

8.5.4 Inspiring partners in crime prevention: The community-oriented policing practice involves all levels of civil society, including host-State administration and non-government entities, particularly those engaged in crime prevention activities. Towards attaining this objective, United Nations police with the host-State police and donor support, will actively organize seminars, workshops and conferences on a regular basis. United Nations police will assist host-State police on how to set-up security projects and elaborate programmes related to strategic assessment and progress of social security situation. United Nations police must be careful that their goals and strategies fit into the national cultural context of the host country and that no external concepts that are not appropriate and adaptable to local conditions will be imposed.

8.5.5 Encouraging local actors to buy in: The ability of the United Nations police to work effectively in a peace situation depends on their understanding of the specific socio-political context of the mission. In a partnership approach, key stakeholders i.e. political leaders, social leaders, religious leader etc. need to be motivated by "what's in it for them". The most effective strategy to win their support is to present them the benefits of community-oriented policing by arranging some motivational programme. This improves the relationship between the police and all communities, resulting in increased effectiveness and efficiency in crime prevention and crime reduction efforts.

8.5.6 Educating public about crime prevention: United Nations police educate the communities about preventing crime. Public fora permit police actions to be discussed including sharing of personal experiences by police officers and members of the public. They also provide the opportunity for community members to give input on their concerns and prioritize the problem, and on how they think their neighbourhood should be policed – for example, where and when police patrols might be necessary. Also, the public need to be informed about community-oriented policing and its objectives and ideally at some point there should even be joint police and community training on it.

8.5.7 Developing conflict resolution strategy: To sensitize the community, all patrol officers and community-oriented policing officers can be expected to be involved in peace dialogue meetings, mediation and reconciliation programs within the community to sort out local problems, incidents and conflicts between individuals or communities. They will also arrange open forum discussions where people can express their ideas on how they can solve this problem. Mediation is one of the tools that can be used to foster dialogue between community members and officials and ensure transparency in resulting decision-making. In mediation, both parties will have the opportunity to say- how to prevent future conflict and ensure community stability, safety and security.

8.5.8 Gender aspects in the mobilization programme: United Nations police shall in accordance with eight Security Council resolutions on Women, Peace and Security 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013) and

2242 (2015) highlight the differential impact of conflict on women, men, boys and girls and therefore the necessity to mainstream gender perspectives into peacekeeping. The DPKO/DFS Guidelines on the Integration of Gender Perspectives into the Work of United Nations Police in Peacekeeping (Ref. 2008.30) and the UNPOL Gender Toolkit should be utilised to ensure that women's rights are upheld within the community at large; including:

- In any events, both women and men should be invited and should have possibility to attend and speak freely.
- It may be necessary to do some outreach to allow more women to attend events. Separate female-only discussions might be necessary to ensure women and girls are able to speak openly.
- In planning time and location, the different roles, responsibilities and needs should be considered.
- All publications related to the event (invitations, leaflets, agenda, press release, reports, speaking points etc.) should highlight the gender aspect of the event and try to make it appealing to both men and women (e.g. Using photographs representing both sexes).
- Regular awareness programmes in the community on sexual and gender based violence, as well as gender equality in the context of human rights and gender mainstreaming, should be sufficiently coordinated, including among for example, UNPOL, officers host-State police, other UN entities, bilateral donors, NGOs and/or humanitarian agencies, and community stakeholders. Further education of men and boys in this particular regard may lead to a reduction in gender-based crimes and of the wider community becoming more supportive of these and other female empowerment initiatives.
- Supporting or assisting in the creation of Victim Safety Response Teams or Victim Support Centres can assure women more support and trust on policing.

8.5.9 Proactive initiative to prevent future conflicts: Implementation of community-oriented policing can play a vital role in not only reducing the post conflict suffering, but also in preventing future conflicts by actively engaging the community in dealing with sensitive conflict causing issues. Promoting awareness about small arms control initiatives, rights and duties of the citizens, creating pressure groups through community-police partnerships can go a long way in preventing conflicts and improving the overall security scenario. Community-oriented policing also promotes good governance and democratic principle of the rule of law through generating awareness on elections, human rights, individual rights and duties to create a sense of community responsibility.

8.5.10 Involving with community in safety issues: United Nations police may enlist and train community members to patrol the streets or to keep watch during the night to supplement the deterrent presence of the police. High visibility and effective response contributes to community safety and security; and reduce potential for community vigilantism, that often emerges when crime or perceptions of crime exceed host-State capabilities to deliver. A regular visit with the community to local market, community events, local municipal assemblies and hospitals may help police to identify the cause of the crimes and the people's expectation. However, great care must be taken with in the 'mobilization' of communities and ensure that the police do not handover policing duties to community groups nor are perceived to have

done so, and activities of the community members must be clearly defined and their performance monitored by the police.

8.5.11 Playing a networking role: United Nations police may coordinate with other government agencies, such as the Department of Sanitation, Mental health Services, Justice and Social Affairs, to address conditions that generate crime and disorder. To prevent youth crime and violence, some community based sports events, recreational programmes, educational programmes and promotional initiatives can be organized with the concerned offices. United Nations police may make arrangement with the business sectors to provide guidance and opportunities for youth to find jobs.

8.5.12 Reintegration initiative: With the support of the local community, business sectors, and other UN entities, United Nations police can initiate some awareness programme for ex-combatant/militia and their family to motivate them to return to the normal life. United Nations police shall visit the cantonment sites, and record the feelings of the cantoned members of militias. The enemy of yesterday is the citizen of tomorrow. An updated list of the ex-combatants and regular reports can be sent to the senior management by the United Nations police regularly.

8.5.13 School-based strategy: Sensitization activity enables the police and school communities to work more closely together in new ways to address community-wide youth related problems beyond a narrow focus on individual crime incidents. United Nations police shall take following school based strategies to prevent youth based crime and violence, such as:

- United Nations police may organize conferences in schools and education institutes together with host-State police.
- United Nations police may encourage dialogue with the young generation, delivering messages of civil education and respect.
- The assigning police officers may discuss the crime prevention issue and how to address problems of using drug, truancy and vandalism. Where the parents or guardians of the pupils should also be invited to such meetings.
- United Nations police can assist school officials in dealing with delinquent students, and minor individuals who prey on other young people.
- Professors from within the local communities themselves or neighbouring cities may be contacted by the United Nations police and offered them to deliver lessons to schools normally out of reach.

8.5.14 Engaging local media: Media is an important tool in awareness rising on crime prevention as it can best convey information to the public. Police and other law enforcement agencies can share their experience and expectation to the public widely by media to maintain a good public image and develop public trust. United Nations police can arrange discussion programme on crime prevention and public safety enhancement in the local media including radio, local channels, social media etc. and invite community to participate in this programme.

8.5.15 Arranging promotional programmes: United Nations police may assist in developing some leaflet/posters for people at risk of different sorts of crime, such as snatching, theft, burglaries, road traffic issues, drug dealing and its consequences, prostitution/sex work, harassment or women and children issue. Some of these chronic problems that account for

repeated attention and have been subject to problem-solving. This pro-active policing develops community relations.

8.5.16 Neighbourhood Watch is undoubtedly the most familiar mobilization programme. It organizes people to notify police about possible criminal activity and educates them about appropriate crime prevention measures. Although most common in residential neighbourhoods, it has been adopted by businesses, such as banks and bar owners, by the owners of large apartment buildings, and by farmers in rural areas. In each case, the police take the lead in organizing the programme, providing crime prevention information and participating in regular meetings. The authority and responsibilities of any neighbourhood watch groups must be clearly defined, they must be trained and monitored by the police and held accountable for their behaviour and performance.

8.5.17 Providing security hardware (such as locks, alarms, etc.) to residents and businesses, usually at cost, and providing technicians to install them.

8.5.18 Preparing crime-prevention leaflets for people at risk of different sorts of crime, such as purse-snatching, theft from motor vehicles, day-time burglaries, or harassment on public transportation.

8.5.19 Creating special access procedures where citizens may provide information anonymously to the police (“hotlines” and/or “crime stoppers”).

8.5.20 Developing networks of clearly marked safe houses where children and other vulnerable people may go for help if they feel threatened.

8.5.21 Training local elders or other leaders in dispute resolution and mediation so as to prevent neighbourhood problems from leading to violence or serious property damage. Where this already exists by way of parallel and/or informal resolution mechanisms, community-oriented policing activities must pay attention to this and - as long as it is ethical, professional, legitimate and legal – look to incorporate this.

8.5.22 Coordinating with other government agencies, such as departments of sanitation or mental health services, to address conditions that generate crime and disorder.

8.6 Solving Recurring Problems

8.6.1 Community-oriented policing requires a change in management style, mission statement and structural organization. A key to community service is linking policing to the delivery of service which translates into customer service. This can be ensured by adopting problem-solving strategy that requires police to develop the capacity to address the conditions that generate criminal activity and recurrent calls for police assistance.

8.6.2 Traditional strategies of policing around the world are visible patrolling and the investigation of criminal activity. These strategies are reactive, relying, by and large, on immediate enforcement of law. The problem-solving strategy adopts an explicitly proactive approach, while at the same time preserving the traditional practices. Problem-solving requires police to develop the capacity to address conditions that generate criminal activity and recurrent calls for police assistance. Problem solving involves four basic activities:

- Identify recurring problems.

- Analysis of the causes of these problems.
- Development of programmes of remediation that can be organized by the police with the help of the community and other government agencies.
- Assessment of the success of the remedial programmes.

8.6.3 This process is known by several acronyms, the most famous being SARA, for “scan,” “analyse,” “respond,” and “assess.” The problem-solving approach focuses all the strategies of community-oriented policing – responding, consulting, and mobilizing – on situations that repeatedly require police attention but cannot be solved by police and other law enforcement alone.

8.6.4 Some of the chronic problems that account for repeated police attention and have been subject to problem solving include the following:

- disorderly youths at markets or other locations;
- street prostitution/sex work in residential areas;
- thefts from cars in parking lots;
- sick elderly persons living alone;
- families that threaten and harass their neighbours;
- homes and apartments vulnerable to daytime burglary;
- unsafe traffic routes (such as intersections or crosswalks, near schools);
- drug dealing in public places;
- purse snatching from women on streets and markets; and
- disputes between drivers and riders in public transportation.

8.6.5 Because conditions vary from place to place, it is not possible to summarize the solutions that police have found for problems like these. Fortunately, however, there is extensive writing about problem solving, as well as websites devoted to sharing information about programmes that police agencies have developed to deal with different problems (See below “Further Reading”). Here is a selection of some of the approaches that problem-solving police agencies have used:

- Enforcement of health and safety codes to close troublesome bars and nightclubs;
- Assisted apartment owners to evict tenants who engage in disorderly behaviour;
- Developed plans with other government agencies to provide playgrounds and social clubs for young people;
- Collaboration with building and architectural firms to design buildings and communities that reduce opportunities for crime;

- Educated staff at convenience stores and bars about handling unruly patrons without violence;
- Negotiated understandings with people about how to get along with one another, such as school students and shop owners, youths and elderly people, and drivers and riders of private transportation vans;
- Passage of ordinances against public nuisances, such as begging or urinating in public;
- Issuance of court orders requiring individuals to stop acting in a particular manner or from frequenting a type of location;
- Obtained consent from communities for the police to undertake surveillance and questioning in order to discourage specified forms of law breaking, such as drug dealing or weapons carrying; and
- Coordinated enforcement of laws with public prosecutors and judges, so that arrests and citations for minor offences resulted in significant punishment rather than routine dismissal.

8.6.6 Community-oriented policing is a means to an end, namely, providing effective and humane protection of communities. Community-oriented policing is smart policing because it recognizes that community problems, of which crime is one, require community solutions and the focusing of all community resources, including those of the police.

8.7 Sample Action Plan for Community-Oriented Policing Capacity Assistance

8.7.1 Thoroughly assess the current community-oriented policing capacity, which may well completely absent or delivered partially in highly compartmented siloes and make this the baseline for all future action.

8.7.2 **Persuade key stakeholders to adopt community-oriented policing** - The key stakeholders are the senior executive officers of the police, especially the chief or commissioner, and the political leaders of government, especially those responsible for police and public safety. Without their public support and commitment, any programme of strategic change in the police will fail. It is relatively easy to obtain verbal commitment to the idea of community-oriented policing, but much more difficult to obtain commitment to the operational changes required for it. Their commitment is particularly crucial when it comes to providing sufficient human and financial resources to implement community-oriented policing.

8.7.3 Time must be taken at the beginning of UNPOL missions to ensure that local community leaders and the local police (which may be being trained to take over policing responsibilities from UNPOL) understand the operational requirements of community-oriented policing as well as its costs. In order to do this, UNPOL officers must be able to articulate the difference between traditional policing approaches and that of community-oriented policing. The key to obtaining sustainable commitment is showing how community-oriented policing can increase the effectiveness of police in preventing crime. Most police take seriously the job of making communities safer. Community-oriented policing will be accepted in so far as it responds to this professional concern.

8.7.4 Also, it is important to highlight that the successful implementation of community-oriented policing will likely lead to an increase in reported crime as trust and confidence between communities and the police improves. This data may be misused by sceptics and misrepresented as showing community-oriented policing does not work and is 'soft on crime'. Therefore sufficient time should be taken to explain that it is probable that a similar level of crime was always there but not reported as trust and confidence was low in the police, therefore it is only the reporting which has increased and not the actual amount of crime.

8.7.5 Create an implementation task force within the host-State police (if it exists), chaired by the chief officer, to carry out the community-oriented policing programme - Ambitious projects of organizational change require direction at high-levels of command, drawing on the expertise of managers and operational officers throughout the police. A common way of achieving this is through the creation of a task force reporting directly to the chief police officer that is responsible for developing a community-oriented policing plan and then monitoring its implementation. The leader of the task force should be a senior police officer, such as a deputy or assistant commissioner that has the necessary qualifications, experience and motivation; or when building capacities of host-State, an appropriately qualified candidate who can be readily trained and developed to lead the community-oriented policing efforts at the executive, operational and tactical levels.

8.7.6 Jointly assess with local police the factors that will shape the practice of community-oriented policing locally - It is essential for UNPOL officers to understand that circumstances for implementing community-oriented policing in post-conflict environment differentiates from the ones in their home countries. The recommended practices should be tailored to host-state and mission-specific conditions. Police advisers in UN missions, as well as in bilateral assistance programmes, have been criticized for recommending practices that do not fit local conditions. They have also been criticized for giving different and even conflicting advice about operational practices drawn from experience in their home countries.

8.7.7 Although the principles of community-oriented policing can be applied universally, they need to be adapted to the conditions of each country. This requires assessments to be made of the local conditions that can affect how community-oriented policing is practiced. Advisers should discuss with local police, government officials, and non-governmental experts the ways in which the strategies of community-oriented policing can be applied. The purpose of this assessment is to decide which local institutions and police capacities can be used to implement community-oriented policing and which need to be changed.

8.7.8 It should be understood, however, that every country is to some extent unique and advisers need to be open minded and add or subtract from their own list as circumstances require.

8.7.9 Develop and publish a plan for making community-oriented policing the core strategy of policing to which police leaders and other stakeholders are formally committed - On the basis of the assessments of local institutions and capacities, UN advisers and host-State police managers should formulate practices that can be implemented with reasonable expectation of acceptance by the local police and public. This kind of informed strategizing is the key to success in implementing community-oriented policing. Development of the community-oriented policing plan jointly by local police, government representatives, and UNPOL is also a critical means for obtaining the local commitment that is essential for initial acceptance and long-run sustainability.

8.7.10 UN advisers should obtain written agreement to the operational programme, including funding at required levels as per the DPKO/DFS Guidelines on Police Capacity-Building and

Development (2015.08) and the accompanying UNPOL Manual on Donor Co-ordinations and Fund Management in Peace Operations (2018).

8.7.11 The implementation task force must determine how the management of community-oriented policing will be organized within the police and who will be responsible for it - In order to implement community-oriented policing, the local police must determine who will perform the activities required by community-oriented policing and who will be responsible for them. There are several alternatives, with strengths and weaknesses to each. They are summarized in Chart 1.

8.7.12 Assign responsibility for implementing community-oriented policing to a senior commander who reports directly to the chief officer - The chief police officer will have too many responsibilities to devote operational attention to developing community-oriented policing. Because the same is likely to be true of any senior commander in charge of an existing portfolio, the best course of action is to create a position whose exclusive responsibility is managing the implementation of community-oriented policing. Community-oriented policing needs a full-time champion who will attend to all facets of its development and who will defend it against attempts to use its resources, especially its personnel, for other purposes. It is also essential that there be stability in this appointment, so that leadership may be consistent throughout the development of community-oriented policing.

8.7.13 Provide training for managers and frontline supervisors in the requirements of community-oriented policing - Strategic change can never be achieved by directive alone. It requires commanding officers at all levels to support community-oriented policing and, if they are in the community-oriented policing chain of command, to facilitate the practices that lead to responsiveness, consultation, mobilization, and problem solving. Of particular importance, they must make sure that subordinates have time to devote to the activities of community-oriented policing. This is often difficult because police agencies tend to be organized around responding to emergencies. Because such needs take precedence, community-oriented police officers are often viewed as an under used reservoir of additional manpower.

8.7.14 Develop pilot projects in community-oriented policing - Because community-oriented policing requires changing the customary activities of policing, police agencies should consider creating pilot projects to develop experience with the practices of community-oriented policing. In world practice, pilot projects are generally based on geographical commands, such as police stations. Pilot projects allow mistakes to be made and corrected without discrediting the entire programme. It also develops a cadre of practitioners who can be used to expand the programme when the time comes. Because police learn best from one another, such "pioneers" can be invaluable in convincing dubious rank-and-file that community-oriented policing can make a positive difference.

8.7.15 In order for pilot projects to succeed, there must be continuity in institutional support, stability in personnel assigned to them, especially its senior commander, and an operational environment conducive to learning from experience.

8.7.16 Develop criteria for evaluating the performance of community-oriented police officers that are consistent with the goals of community-oriented policing - While the objective of community-oriented policing is the same as traditional law enforcement, namely, crime prevention, its methods are different. Therefore, the performance of officers assigned to it must be evaluated and awarded these positions according to the new requirements. The community-oriented police task force should, as a matter of priority, develop criteria for role profile/job descriptions as well as the evaluation of the performance of officers to fit the community-police specifications. Officers will not seek assignment to community-oriented

policing roles or participate wholeheartedly in it if they think that the new activities will not be appreciated and rewarded.

8.7.17 Educate all personnel in the objectives and methods of community-oriented policing - Police services often begin implementing community-oriented policing by giving all personnel basic instruction in it. This is a mistake unless much more in-depth and specialised training is given to officers who have an immediate opportunity to practice what they have learned. Moreover, education in community-oriented policing needs to be adapted to the jobs officers will perform – senior command, frontline supervision, and operational practice. The best strategy, therefore, is to plan for the delivery of community-oriented police training when officers are assigned to it and their responsibilities have been made clear.

8.7.18 At the same time, the requirement that policing be provided as a service to individuals does require long-term “indoctrination” of all personnel, civilian as well as sworn, in order to secure their real buy-in. This should become a fixture in the training of recruits as soon as possible. The training should include how to interact with the public, listen respectfully to complaints about police service, refer people in need of help to appropriate offices and agencies, obtain advice about crime prevention, and coordinate activities with community-oriented policing specialists. If at all possible, it is preferable to include the community and its genuine inputs in the design and delivery of this training to ensure what the community wants/needs, their fears and expectations, how much they want to interact with the police are accurately addressed.

8.7.19 As community-oriented police activities expand beyond the experimental stage, all police need to know what it is and why it is being developed. It is particularly important for all members to understand and appreciate how community-oriented policing may assist in reducing and preventing crime, in particular so as to counteract the notion that community-oriented policing is “soft policing” in which laws are not enforced. Community-oriented policing is as “real” a form of policing as patrolling, investigating, and responding to emergencies.

8.7.20 Monitor and evaluate the pilot projects - After the pilot projects have had sufficient time to develop community-oriented policing and for their programmes to have had an effect, they should be evaluated in terms of goals of community-oriented policing. In order to do so, they may need to enlist the assistance of outside experts. UNPOL could play a major role in helping to design sound evaluation programmes and providing resources for them.

8.7.21 Devise ways to demonstrate publicly that community-oriented policing enhances safety and reduces fear of crime: quick wins.

8.7.22 Because community-oriented policing will inevitably face doubt and active dissent, attention should be given to showing its value. Police officers as well as the community will be impatient with a programme that does not show perceptible benefits in fairly short order or even worse be blamed for the increase in reported crime. To be sustained as a core strategy, community-oriented policing must produce a perceptible improvement in public safety, fear of crime, and satisfaction with police service in a reasonable time.

8.7.23 At the same time, it should be recognized that demonstrating the crime-control effectiveness of any police strategy, including community-oriented policing, is not easy. Crime data is often inadequate and analysis is complex methodologically. Community-oriented policing should be held to account, but no more so than any other police strategy designed to reduce crime.

8.7.24 Revise the local implementation programme in light of these evaluations.

8.7.25 The primary objective of creating pilot projects is to correct shortcomings in implementation, not to make a final decision about the worth of community-oriented policing programmes. Crime control and crime prevention are complex. No single strategy, especially one as demanding as community-oriented policing, can be expected to prove its worth immediately. It follows, therefore, that the development of community-oriented policing is a long-range proposition and must be given time to revise and fine-tune its practices.

8.7.26 Expand the practice of community-oriented policing to all appropriate operational units.

8.7.27 A number of police agencies worldwide have tried to implement community-oriented policing immediately and everywhere. This is a mistake. Community-oriented policing requires not only a change in the responsiveness of all police officers, but in the development of particular forms of interaction with communities and approaches to crime-prevention – namely, responsiveness, consultation, mobilization, problem solving. Such reorientation does not take place overnight. It is also unrealistic to expect the value of community-oriented policing to be understood immediately by every police officer. It is better, therefore, to start small and well than large and badly. Community-oriented policing will take hold in police agencies when there are officers within them and the communities around them that have seen its benefit and insist on having it themselves.

9. RESOURCES MOBILIZATION STRATEGIES

9.1 Police and other law enforcement agencies alone do not have the resources to address all contemporary problems; however, a well thought through community-oriented policing strategy can be a catalyst for mobilizing resources at the national, regional, and/or local levels to impact these problems more successfully. Where possible, the United Nations police may suggest funding from donor agencies/nations on community-oriented policing projects, especially for relevant public awareness campaigns aiming to reduce violence and crime and upgrading or building of facilities in the police stations for such purposes. Therefore, the United Nations police must develop close cooperative links with all community-oriented policing partners who are able to contribute to the problem-solving process, and assist in explicit procedures that facilitate the appropriate use of the sought resources.

9.2 Bilateral international partners often play a major role in the reform, restructuring and rebuilding of police and other law enforcement agencies in conflict and post-conflict-situations. The establishment of a joint national-international co-ordination mechanism for donor funding which co-chaired by a senior representative of the host-State authorities and the Head of the UN Police Component is highly recommended in order to, principally, provide an open and transparent forum for the co-ordination of financial aid and other contributions of materiel support for police-related activities; as well as avoid duplication and waste. More information can be found in the accompanying UNPOL Manual on Donor Co-ordination and Fund Management in Peace Operations.

10. MONITORING AND EVALUATION

10.1 Monitoring

10.1.1 Based on the original baseline analysis, assessments of local institutions and capacities, United Nations police and local managers should formulate practices that can be implemented with reasonable expectation of acceptance by the host-State police and public. To achieve a realistic and achievable goal, United Nations police with all strategic and operational partners shall monitor, evaluate and communicate progress towards meeting this target.

10.1.2 As an ongoing and flexible process, community-oriented policing focuses on long-term effects and subject to regular evaluation based on the desired results and outcomes. Ongoing input, evaluation, and feedback from both inside and outside the police organization are essential in making community-oriented policing work. All phases of community-oriented policing implementation must be carefully planned and properly timed to maximize success; even good ideas can fail if they are poorly executed. Planning must be responsive to changing needs, conditions, and priorities.

10.1.3 United Nations police shall establish realistic and achievable goals both long and short-term, with clear priorities and targets to achieve. They shall hold partner(s) accountable for actions they commit to and shall initiate any changes requires improving results in the mission environment. A regular record keeping of the community-oriented policing data will help for an effective monitoring of the programme as this enables to review the existing implementing process of community-oriented policing strategies.

10.1.4 As an outgoing concern, community-oriented policing is subject to regular evaluation based on the desired results and outcomes. At the same time, research and development should be encouraged by the management of the police and law enforcement agencies to enhance its service delivery based on the community-oriented policing theme. The implementation of the strategy will be monitored and evaluated by the HoPCs through the existing monitoring and reporting systems currently in use by the missions⁸. United Nations police will recognize, celebrate and publicize success of the community-oriented policing programme. Evaluation will be shared with the key stakeholders and government, if necessary.

10.1.5 With regard to the continuous evaluation, a special report shall be made available at the end of a special period, e.g., quarterly, semi-annually or annually. The report should reflect the following predictors, indicators, assessments, analyses, good practice, lessons learned and recommendations for improvements:

- a) Most importantly, community trust and confidence in rather than mere “satisfaction” with their police has to be monitored and measured no matter how imperfectly this process may be in the beginning. This one qualitative indicator is likely to be more significant to the long-term success for community-oriented policing than the more quantitative ones below.
- b) Statistics on crime reports/complaints received during the period, specifically divided into crimes involving life (homicide, rape, etc.) and crime involving property (theft, fraud, etc.).
- c) Statistics on crime prevention activities by sector, districts, etc. and number of officers involved in the prevention activities, e.g. beat and patrols, awareness and sensitization programmes, etc.

⁸ Please see details in “Manual on United Nations police mentoring, monitoring and advising”.

d) Trend study; i.e. comparative study of the period under review and the previous one. Noting that reported crime is likely to have increased if community-oriented policing is being delivered successfully.

e) Research and development of new methodologies and approaches in community-oriented policing as a benchmark of best practices adopted from other police and other law enforcement agencies.

f) Studies of indicators and predictors of societal behaviour and the impacts brought about by economic, social, political, environmental, legal and technological changes.

g) Identification of lessons learned from past practice.

h) Provision of recommendations for the advancement of community-oriented policing.

10.1.6 An effective monitoring and evaluation system owned by all will restore trust in the police and other law enforcement which in turn will aid a post-conflict situation in becoming a more stable society.

10.2 Evaluation

10.2.1 This Manual discusses the importance of undertaking evaluations and recommends several principles for constructing them. It concludes with a short discussion about minimizing the costs of evaluation without sacrificing rigor.

10.2.2 The evaluation programmes presented here address three questions:

- a) How well has UNPOL implemented its community-oriented policing programmes?
- b) How successful have the host-State police been in incorporating UN-sponsored community-oriented policing into their operational programmes?
- c) How successful has UN-sponsored community-oriented policing been locally in improving crime control and prevention and in improving relations between police and the public?
- d) How have the trained community-oriented policing officers put their skills to use, what problems have they encountered in carrying out their duties (both internally and with communities), how have management deployed them; what is their average period of tenure in community-oriented policing?

10.2.3 **The Importance of Evaluation** - It is important to evaluate public policies, such as the UN's encouragement of community-oriented policing, for several reasons:

- a) Evaluation shows whether investments of time, money, and effort are achieving desired results?
- b) Such demonstrations are important in order to persuade stakeholders as well as participants to continue to support new and innovative programmes.

c) Evaluation provides information for improving the administration of programmes, allowing them to be adjusted so that their chances of succeeding improve.

d) Evaluation is the basis for learning what works and what doesn't. It is the means by which "best practices" are discovered, so that planning for similar ventures in the future can be done more expertly. Without evaluation, the experience of the past is often wasted.

10.2.4 Principles of Evaluation - Although the benefits of evaluation are generally recognized, they are not commonly undertaken in governmental organizations. One reason is the defensiveness of programme managers. They fear that results may be disappointing and their programmes put at risk. Another reason is that evaluation seems intellectually complex and difficult. This concern is mistaken. Constructing a programme of evaluation is largely a matter of common sense. Here are several principles for developing effective, reliable, and consumer-friendly programmes of evaluation:

a) The choice of criteria for judging the success of any programme should be based on the goals of the programme to be evaluated. Meaningful evaluation begins with clarification of the goals that planners hope to achieve. Choosing evaluation criteria is not a technical matter that can be delegated to experts. In the case of community-oriented policing, the goals for UNPOL will be the development of its four basic strategies – consultation, responsiveness, mobilization, and problem-solving – in the operational practices of foreign police. For the host-State police, the goals will be improving crime control and prevention through collaboration with a willing public.

b) Evaluation should focus on what programmes achieve (outcomes) rather on what they do (outputs). Although programmatic activity must be carefully charted, described, and measured so that corrections can be made in delivery, activity is not an end in itself. Success should be measured in terms of what programmes achieve rather than how much money has been spent, people deployed, locals trained, or equipment provided.

c) Because goals are often complex and multi-faceted, evaluators should use multiple performance indicators. The more performance criteria the better, provided that each one closely reflects an important aspect of the goal.

d) Performance criteria should be chosen that appear reasonable as measures of success to the people most involved. In other words, they should make sense to programme practitioners and programme clients. If they do not, evaluation will lose credibility, and thus its ability to influence the implementation of programmes.

e) Performance criteria should be as simple and easy to understand as possible. Avoid measures that require a great deal of expert interpretation. Complexity is not a virtue.

f) Evaluations should not be undertaken before programmes have had a chance to succeed. Premature evaluation is a wasted exercise and does a disservice to the programmes being evaluated.

g) Evaluations should not be undertaken as an afterthought when programmes are already in the field. Planning for them should be a part of programme development, so that requirements for information can be foreseen and provision made for documentation during implementation. When this is not done, essential information is often found to be unavailable.

10.2.5 Three programmes for evaluating the UN's efforts to develop community-oriented policing are presented below. Each one represents a different level of implementation activity, and hence a different set of goals:

- a) Evaluation of the delivery of community-oriented policing by UNPOL within an executive policing mandate.
- b) Evaluation of the impact of UNPOL's community-oriented policing programmes on host-State police institutions and practices.
- c) Evaluation of the effect of UN supported community-oriented policing activities by the host-State police on public safety and community relations.

10.2.6 Guidelines for the construction of evaluations for these levels are presented in three charts, each with three columns. Column 1 lists the goals of the programme being evaluated; column 2, the performance indicators to be used in determining whether goals have been achieved; and column 3, the sources of information for each performance indicator. Also, the reports on the performance indicators should be disaggregated by gender and age.

10.2.7 The programmes represented in the three charts should not be considered exhaustive. Depending on the context, other measures may be more appropriate and some of the ones listed here may not be relevant. In particular, as the mandates governing UN actions shift from situation to situation, so too must the performance criteria and sources of information.

10.2.8 In chart 1, guidelines are presented for evaluating UNPOL's efforts to deliver community-oriented policing within a peacekeeping mission with an executive policing mandate. Referring to the principles of evaluation in the previous section, this is a programme for evaluating the "output" of UNPOL community-oriented policing programming, not for measuring its impact. The following two sections address the "outcomes" of UNPOL supported community-oriented policing, namely, their impact on host-State police practices and their consequent effect on public safety and community relations.

CHART 1
UNPOL Delivery of Community-Oriented Policing

Goals	Performance Indicators	Sources
1. TRAINING		
(a) UNPOL personnel		
	Quality of curricula	Curriculum documents
	Quality of delivery	Selective observation
	UNPOL officers' knowledge of: <ul style="list-style-type: none"> • SGF doctrine • process of implementation • process of local assessment 	Written tests and interviews with students
(b) Host-State police at three levels: <ul style="list-style-type: none"> • Induction • Advanced 		

<ul style="list-style-type: none"> • In-service • Agency-wide 		
	Quality of curricula	Curriculum documents
	Quality of delivery	Observation
	Officers' understanding of: <ul style="list-style-type: none"> • doctrine • process of implementation • local assessments needed 	Written tests and oral interviews of students
2. ADVISING		
a) UNPOL personnel	Evidence of a written UN-mission plan for advising	Mission documents
	Assignment of responsibility for <ul style="list-style-type: none"> • delivery • monitoring of the advising plan	Same
	Whether the plan for locating advisers reflects "best practices"	Same
	Frequency of interaction between advisers and local officials	Internal reports and selective observation
	Quality of interaction	Self-assessments and selective observation
3. RESOURCING		
	Amount of mission resources: <ul style="list-style-type: none"> • personnel • equipment • material • support services 	Mission documents
	Judgments about the adequacy of mission resources for developing community-oriented policing	<ul style="list-style-type: none"> • Mission documents • External evaluations • Interviews with mission personnel and local officials
	Response of the international community to mission requests for development assistance	<ul style="list-style-type: none"> • UN documents • Interviews with mission personnel and local officials
	Relevance of resource requests from the host-State police to the goals of community-oriented policing	<ul style="list-style-type: none"> • Mission documents and external evaluations • Interviews with mission personnel

10.2.9 The goals of the UN's programme are the institutionalization of the core strategies of community-oriented policing in the host-State police. The core strategies are responsiveness, consultation, mobilization, and problem solving. They are listed in column 1 of chart 2. Success, however, does not mean that these strategies are simply tried and then forgotten. It means that they become the customary practices of local policing. That is what is meant by "institutionalization." Because institutionalization is an explicit goal of UN programmes and

because it requires unique performance indicators, it is listed as a fifth category of goals in column 1.

CHART 2
Institutionalization of Community-Oriented Policing in the host-State police:

Goals	Performance Indicator	Sources of Information
<i>I. Responsiveness</i>		
	% change in telephone requests for service	police statistics
	% change in walk-in requests for service	police statistics
	% change in on-street requests for service	police statistics
	Change in nature of requests for service: increase in minor and non-criminal requests	police statistics
	Quality of telephone reception of requests for assistance	<ul style="list-style-type: none"> • public survey • supervisor call-backs • observation
	Quality of reception/response at police stations or from the police	<ul style="list-style-type: none"> • Public survey • observation
	Quality of access to police facilities	<ul style="list-style-type: none"> • public survey • observation
	% of police officers assigned to preventative uniformed patrol	police documents
<i>II. Consultation</i>		
	Evidence of an inventory of potential consultative groups by the police	<ul style="list-style-type: none"> • Police documents • Public officials and leaders
	Evidence of documentation of the groups that the police have regular contact with	<ul style="list-style-type: none"> • Police documents • Public officials and leaders
	Frequency of police meetings with consultative groups	<ul style="list-style-type: none"> • Police documents • Interviews with group leaders
	Number of dedicated police liaison personnel	Police documents
	Inventory of local community crime-prevention programmes	Police documents
<i>III. Mobilization</i>		
	Inventory of crime prevention materials prepared	Police documents
	Number and nature of persons/groups receiving crime prevention materials	
	Procurement, distribution, and installation of protection equipment under police guidance	<ul style="list-style-type: none"> • Police documents • Public surveys

	Number and nature of volunteer citizen initiatives	<ul style="list-style-type: none"> • Police documents • Interviews with members
	Number and composition of community groups/fora	<ul style="list-style-type: none"> • Police documents • Interviews with members
	Inventory of crime prevention activities undertaken by community groups with police support	<ul style="list-style-type: none"> • Police documents • Interviews with members
	Longevity of community crime prevention groups	<ul style="list-style-type: none"> • Police documents • Interviews with members
IV. Problem-solving		
	Knowledge of problem-solving process among the host-State police	<ul style="list-style-type: none"> • Written tests • Interviews
	Understanding of police problem-solving among local population	<ul style="list-style-type: none"> • Written tests • Interviews
	Number and nature of problems identified and worked	Police documents
	Community evaluation of problem-solving	Public survey
	Evidence of internal system for sharing problem-solving “best practices”	<ul style="list-style-type: none"> • Observation • Interviews with police
	Reduction in calls and/or requests-for-service as a result of problem-solving	Police documents
	Cooperative actions undertaken jointly with other government agencies	<ul style="list-style-type: none"> • Police documents • Interviews with police and other government officials
V. Sustainability of community-oriented policing locally		
	Demonstrated commitment of senior police leadership	<ul style="list-style-type: none"> • Policy directives • Interviews with senior officers
	Demonstrated commitment by government officials and political elites	<ul style="list-style-type: none"> • Evidence of formal agreements • Interviews
	% police budget dedicated to community-oriented policing	Police documents
	Assignment of command responsibility for community-oriented policing	<ul style="list-style-type: none"> • Police documents • Interviews
	Presence of strategic plan for the development of community-oriented policing	Police documents
	Evidence of a multi-year training programme in community-oriented policing for: <ul style="list-style-type: none"> • Recruits • In-service 	Police documents

	<ul style="list-style-type: none"> • Civilian employees 	
	Organizational plan for implementing community-oriented policing	<ul style="list-style-type: none"> • Police documents • Observation of practice
	Evidence of regular evaluation of community-oriented policing programmes: <ul style="list-style-type: none"> • by police • by groups outside the police 	<ul style="list-style-type: none"> • Police documents • Interviews
	Development of criteria for performance evaluations of community police officers	Police documents

10.2.10 The goal of community-oriented policing is to encourage the public to assist the police as willing participants in the task of controlling and preventing crime. Accordingly, the goals to be evaluated are reductions in crime, especially the sort of crime that police activity can reasonably affect, and the public's fear of crime and sense of safety and security. Because these crime-related goals are to be achieved through changing the orientation of the public toward the police, it is also appropriate to evaluate the public's experience with and attitudes toward the police. Finally, it is important to explore the effect of community-oriented policing on the police themselves, especially their morale in the face of change and their perceptions of whether public attitudes toward them have changed. All of these appear in column 1 as goals to be evaluated.

CHART 3
Local Effectiveness of Community-Oriented Policing

Goals	Performance Indicators	Sources of Information
<i>I. Crime</i>		
	% change serious crime	<ul style="list-style-type: none"> • Reported crime • Victimization survey
	% change police-preventable crime	<ul style="list-style-type: none"> • Reported crime • Victimization survey
	% change in crime clearances	Police documents
	Assessments of the reliability of reported crime statistics	<ul style="list-style-type: none"> • Interviews with police • External assessments
<i>II. Fear of Crime</i>		
	Public's sense of security: <ul style="list-style-type: none"> • at home • in the neighbourhood • at work • traveling • in other public places 	Public survey

	Perception of the orderliness of the environment: are things in control?	Public survey
	Vitality of local business	<ul style="list-style-type: none"> • Sales statistics • Survey of business people • Business start-ups • Selected interviews
	Sense of security among selected stakeholders: <ul style="list-style-type: none"> • business owners • media representatives • medical personnel • social service providers • international actors 	Targeted surveys
	Public's assessment of public safety in the future	Public survey
	Changes in local property values	Government documents
	Changes in IDP/displaced persons returns	targeted surveys
	% changes in insurance rates	Insurance companies
III. Public attitudes toward police		
	Confidence in the police	Public survey
	Respect for the police	Public survey
	Assessment of the prevalence of <ul style="list-style-type: none"> • corruption • brutality 	Public survey
IV. Public interaction with police		
	Willingness to contact the police	Public survey
	Public satisfaction with treatment received in contacts with the police	Public survey
	Victim's satisfaction with police response	<ul style="list-style-type: none"> • Public survey • Call-backs by police supervisors to victims
	Public's willingness to work with the police in crime-prevention programmes	Public survey
	Willingness to work cooperatively with police in	Public survey

	local crime prevention activities	
	Satisfaction with consultative process with police: <ul style="list-style-type: none"> • Did police listen? • Did police incorporate community suggestions into local policing plans? 	Survey of public participants in consultative groups
V. Police Attitudes		
	Change in morale of police officers	Police survey
	Changes in police perception of the public's respect for them	Police survey
	Attitudes toward community-oriented policing	Police survey
	Perception of changes in police knowledge of local communities	<ul style="list-style-type: none"> • Police survey • Observation
	Perception of changes in useful criminal intelligence coming from the public	Interviews with criminal investigation personnel
	Morale of designated community police officers	Police survey

10.2.11 In terms of providing a protective environment, especially to IDPs and displaced and vulnerable populations, the following indicators could provide valuable evaluation of Community-oriented policing:

- Security and stability (as indicated by an absence of serious crime or violent conflict) for civilians **within camps for internally displaced persons** and temporary settlements.
- Security and stability (as indicated by an absence of serious crime or violent conflict) for civilians in **areas outside of camps for internally displaced persons and temporary settlements**, including in particular in areas adjacent to camps.
- Reduction in the number of violent crimes against civilians.
- Reduction in human rights violations, including incidents of sexual and gender-based violence, as recorded by local police, international human rights officers and mission's police personnel.
- Reduction in the recruitment of child soldiers by the parties to the conflict.
- Improved environment for the protection of civil and political rights, including through the development of sustainable foundations for professional, democratic policing and law enforcement.

- The prevalence of arms and armed actors is reduced through the disarmament, demobilization and reintegration of combatants.

10.2.12 In post-conflict situations with inter-communal violence being a major issue, some elements that would demonstrate progress in relationships between communities would include:

- Dialogue between conflicting communities over peaceful coexistence and shared access to natural resources.
- Interventions by the authorities and traditional community mediators, facilitated by the Mission, that prevent or resolve violent inter-communal conflict.
- Dialogue between conflicting parties over local settlements to violent inter-communal conflict.
- Conflicting parties enter into and adhere to local agreements that settle violent inter-communal conflict.
- Reduction in the number of incidents of and new displacement resulting from inter-communal conflict.
- Transitional justice mechanisms are established and operating in accordance with international human rights standards and best practice.
- Improved access to justice through the adoption of measures aimed at enhancing victims' rights to truth, justice and remedy.

10.2.13 **Simplifying Evaluation** - Collecting the sort of information described in the three evaluation programmes can be costly, time consuming, and complicated. Moreover, interpretation of such data can be controversial. People may disagree about whether the changes that have occurred are enough to constitute success and whether the changes can be attributed to police actions as opposed to other factors. These problems, added to the disinclination of programme planners and managers to be evaluated at all, reduce the likelihood that public agencies will devote much attention to evaluating their programmes' success.

10.2.14 There is, however, a short cut that can produce reliable judgments more quickly and at considerably less cost. The alternative is to create panels of independent, experienced experts to observe operations in the field and to report on their quality, impact, and likely sustainability. A panel of 3-5 experts with experience in similar programmes can make sound, insightful, qualitative judgments in short periods of time. Their evaluations will be based on the study of programme documents, interviews with participants, and observations in the field. Being qualitative does not mean that such evaluations are exercises in thoughtless subjectivity. They must specify the evaluation criteria in advance and develop a reliable methodology that is followed consistently in the field. It is especially important that the panellists be capable of independent judgment. They cannot be permanent employees of the contracting agency, in this case the United Nations, or have a financial stake in the future of the programme being evaluated.

10.2.15 The major benefit of this approach, assuming the panellists are carefully chosen from knowledgeable experts unconnected with the employing agency, are evaluations that are insightful, easy to understand, timely, and persuasive with stakeholders. The major costs involved are salaries, travel, and maintenance rather than complicated data-collection procedures. At the same time, it would be enormously helpful if money is provided for surveys of public opinion and experience. Indeed, given the goals of community-oriented policing, such surveys should be part of the implementation plan of the host-State police.

11. REFERENCES

11.1 Normative or Superior References

- Security Council Resolutions: on policing 2185 (2014) and 2382 (2017); and on women, peace and security: 1325 (2000), 1820 (2008), 1888 (2009), 1889 (2009), 1960 (2010), 2106 (2013), 2122 (2013) and 2242 (2015).
- Report of the Secretary-General on United Nations policing, S/2016/952, 10 November 2016
- Report of the Secretary-General on United Nations police, A/66/615, 15 December 2011.

11.2 Related Policies

- DPKO/DFS Policy on United Nations Police in Peacekeeping Operations and Special Political Missions, 1 February 2014, Ref. 2014.01
- DPKO/DFS Guidelines on Police Capacity-Building and Development, Ref. 2015.08
- DPKO/DFS Guidelines on Police Command in United Nations Peacekeeping Operations and Special Political Missions, Ref. 2015.14
- DPKO/DFS Guidelines on Police Operations in United Nations Peacekeeping Operations and Special Political Missions, Ref. 2015.15
- DPKO/DFS Guidelines on the Integration of Gender Perspectives into the Work of United Nations Police in Peacekeeping, 17 June 2008, Ref. 2008.30
- United Nations Human Rights Due Diligence Policy on United Nations Support to Non-United Nations Security Forces – HRDDP (S/2013/110)
- DPKO-DFS Manual on Monitoring, Mentoring and Advising (2007.14).
- DPKO-DFS Manual on Mission-based Police Planning (2007.13).
- DPKO-DFS Manual on Donor Co-ordination and Fund Management (forthcoming).
- OHCHR/DPKO/DPA/DFS Policy on Human Rights in UN Peace Operations and Political Missions, 01 September 2011, 2011.20
- OHCHR Participation of Minorities in Policing: Community Policing as a Good Practice, August 2013.
- DPKO-DFS Policy on Civil Affairs (2008.09)
- DPKO-DFS Manual on Civil Affairs Handbook (2012.02)

12. MONITORING AND COMPLIANCE

12.1 In field missions, this manual will serve the Head of Police Component assisted by other managers, specifically the heads and staff of units responsible for Community-Oriented

Policing. At Headquarters, the Police Adviser to the Department of Peacekeeping Operations and Director of the Police Division shall monitor compliance with this document.

13. CONTACT

13.1 The Chief of the Strategic Policy and Development Section, Police Division, Office of Rule of Law and Security Institutions, Department of Peacekeeping Operations.

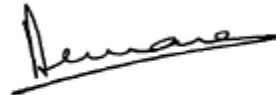
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Annex-A: Community Profiling

	Education <ul style="list-style-type: none"> • Education institutes • Educational level of the community members 		Employment <ul style="list-style-type: none"> • Unemployment rates • Five largest employers • Percentage receiving social assistance payments
	Geography <ul style="list-style-type: none"> • Major geographic profile • Administrative subdivisions • Area details 		Education <ul style="list-style-type: none"> • Education institutes • Educational level of the community members
	Public safety and Medical Services <ul style="list-style-type: none"> • Number of Medical services and details • Fire stations details • Emergency services 		Demographics <ul style="list-style-type: none"> • Total population • Racial and ethnic details • Age distribution
	Recreation <ul style="list-style-type: none"> • Local sports event • Recreational facilities 		Civic and religious organizations <ul style="list-style-type: none"> • Statistics of religious and civic organization • Their resources details
	Media <ul style="list-style-type: none"> • Circulated media and their view • Local news coverage 		Business <ul style="list-style-type: none"> • Major retail business and resources • People's engagement
		Problems <ul style="list-style-type: none"> • Nature of problems • Who are responsible • How will we resolve the problem? • Identify the partners to resolve the problem(s) 	

Annex-B: Community-Oriented Policing Matrix

Meeting:	Date:
Present: (Members, Minority groups, Vulnerable groups)	

[illegible]